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ABSTRACT

The 1974 Maryland General Assembly charged the task force "to make an indepth study of the changes needed in the educational systems throughout the state to enable the schools to work effectively with the increasing percentage of youth who cannot function within regular school programs and to develop suitable alternative programs." This document describes the history, membership, charge and task, thrust and focus, and basic assumptions of the task force; outlines the definitions, scope, and causes of the problem; and discusses solutions. The task force recognized causes of student disruptiveness within the student, the society, and the school. Five types of programs were prescribed--a continuum of alternatives and services for students with problems; human relations and interpersonal training for all segments of the school population, including staff and students; expanded counseling services; community diagnostic-treatment centers; and specialized training for teacher candidates. Each type of program encompasses varying individual programs. No priority is given to these types as all are required and all are interdependent and overlapping. A brief description of each of the prescribed types of programs is given. (Author/IRT)

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Final Report

of the

TASK FORCE ON EDUCATIONAL PROGRAMS FOR DISRUPTIVE YOUTH

Maryland Association of Secondary School Principals

in cooperation with the

Maryland State Department of Education

July 1976

EA 009 238

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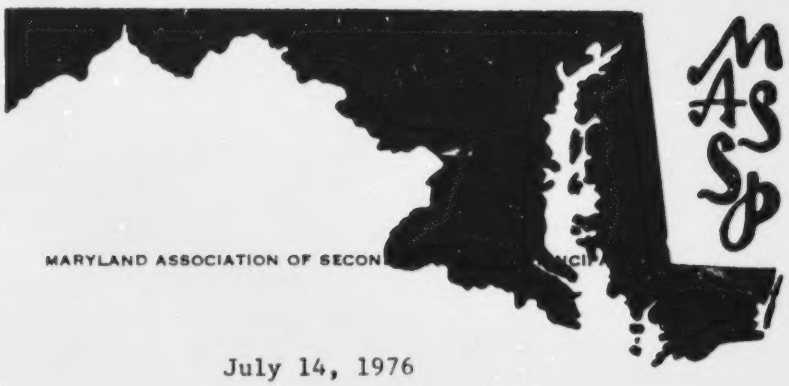

July 14, 1976

Dr. James A. Sensenbaugh
State Superintendent of Schools
Maryland State Department of Education
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Dear Dr. Sensenbaugh:

On behalf of the Maryland Association of Secondary School Principals, we are pleased to submit to you the Report of the Task Force on Educational Programs for Disruptive Youth which is the product of much deliberation and concentrated effort over the past eighteen months.

We offer our deep appreciation for the many contributions to our work provided by many people throughout the State and elsewhere. Then, too, we are especially indebted to you for the cooperation of your office with the project and for giving us the opportunity to help find solutions to the problem of disruption to the educational process.

We hope you will view the recommendations of this Report as a tool to focus resources, both human and material, on the serious problem of disruption and begin the urgent job of implementation.

Respectfully submitted,

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PREFACE

The programs proposed to address disruption to the educational process may be grouped according to the changes they intend to effect.

(1) There are programs to change students. They focus on modifying student behavior in order that the students may function effectively within the regular school program.

(2) There are programs to change the schools. They focus on changing the nature and variety of the living and learning environments created by schools for students.

(3) There are programs to change the school staff. They focus on deepening the awareness and expanding the human relations skills of administrators, teachers, and other staff members.

Which programs within these categories are needed now to help solve effectively the problem of disruption in the educational process? This is the key question with which the Task Force on Educational Programs for Disruptive Youth has struggled during the past 18 months. The major conclusion of the Task Force is that many interdependent factors are responsible for causing the problem of disruption in our schools and that many interdependent programs are needed to solve the problem.

As many of the causal factors were not produced by the schools, so many of the needed programs cannot be developed and implemented by educators alone. Therefore, it is hoped that this report will be read by many persons both within and outside the educational community and that its recommendations will stimulate the desired action which will lead students, parents, educators, board members, public officials, the Legislature, business, labor and community to work together to implement the different types of programs suggested.

Part I. THE TASK FORCE

A. History

A statewide task force to identify educational programs for youth who cannot function in regular school programs was originally proposed in the fall of 1973 by the Maryland Association of Secondary School Principals (MASSP). The proposal was endorsed by State Superintendent of Schools, Dr. James A. Sensenbaugh, and his Advisory Committee on Legislation, composed of representatives of several educational groups. Subsequently, a resolution was introduced in the 1974 General Assembly session calling for the creation of such a task force by the State Superintendent of Schools. Over 200 representatives of various educational groups met in Annapolis on March 15, 1974, to develop guidelines on the composition of the Task Force and its charge. These were embodied in a formal proposal submitted by the MASSP to the Maryland State Department of Education (MSDE) in the spring of 1974.

The Task Force on Educational Programs for Disruptive Youth was funded by the MSDE for the school year 1974-75, indicating that it would be a joint effort of the Department and the MASSP. Andrew W. Mason, MSDE staff member and representative to the MASSP Executive Committee, was designated as chairperson. During the fall and winter of 1974-75, the chairperson worked with an MASSP Advisory Committee in naming and organizing the Task Force, which met for the first time on February 25, 1975.

The Task Force completed its first year's activities by concentrated efforts during the spring and summer of 1975. Important accomplishments included:

1. Survey of all secondary school administrators (grades 7-12) to determine amount and type of disruptive behavior;

2. Three regional workshops attended by over 500 educators, parents, students, and community representatives to identify needed programs and underlying problems and issues;

3. Task Force Workshops to develop tentative prescription of needed programs;

4. Securing of consultants to develop models of recommended types of programs.

An Interim Report, summarizing the first year activities and tentative program prescription and model programs, was prepared and published in September 1975.

The Task Force was extended for a second year. The goal for 1975-76

was to study and refine the tentative program prescription and program models and to procure extensive input into and awareness of the Task Force Final Report. This goal was accomplished through the following activities:

1. Twenty-four local task forces were created to study and react to the tentative program prescription and the program models contained in the Interim Report.

2. Five State Task Force committees studied and revised tentative program prescription and program models.

3. The State Task Force met with representatives of 21 institutions of higher education to explore and discuss needed changes in training of teachers.

4. The State Task Force met with representatives of statewide agencies serving youth to explore and discuss interagency coordination.

5. A House Joint Resolution calling for the receipt and study of Task Force Final Report by the members of the General Assembly was introduced and passed.

6. In two spring workshops, the State Task Force finalized its program prescription and recommendations.

This brief account of the Task Force history reflects the extensive efforts made to gather widespread input into the Task Force decisions.

B. Membership

The guidelines drawn up by the more than 200 participants in the March 1974 conference of MASSP in Annapolis were presented to the State Superintendent of Schools as recommendations. The following considerations were emphasized in selecting members of the Task Force:

1. A majority of members should be educators.

2. There should be grass-roots involvement from the local school system level up to the State level.

3. Those involved should be representative of the State geographically, educationally, professionally, socially, and economically.

A majority of the Task Force represents a cross-section of the education system K-12. The minority includes parents, students, and community representatives. Together they represent all sections of the State. Grass roots involvement was secured with the holding of the three regional workshops during the first year and the organization of 24 local task forces in the second year. Both the local groups attending the workshops and the local task forces were a representative cross-section of the local system.

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C. Charge and Tasks

The underlined portion of the following quote from Senate Resolution 74 of the 1974 General Assembly session succinctly states the charge given the Task Force.

> "RESOLVED BY THE SENATE OF MARYLAND, That the State Superintendent of Schools be requested to appoint a special task force to make an indepth study of the changes needed in the educational systems throughout the state to enable the schools to work effectively with the increasing percentage of youth who cannot function within regular school programs and to develop suitable alternative programs."

The purpose of the Task Force study was to identify the programs needed to enable the schools to work effectively with those youth who cannot function within existing school programs. This general statement was refined into a more specific statement of purpose and tasks.

The first question was, "Which youth are to be studied?" From the beginning there had been a division on this question among those advocating a task force. All recognized that the behavior exhibited by youth who cannot function in regular school programs fall into two general patterns; aggressive or acting out and apathetic withdrawal. A majority of the secondary administrators thought the Task Force should focus on only the aggressively disruptive students. Their reasoning was based on two points:

1. It was the aggressive students who were disrupting the schools for all and thereby causing widespread professional and public concern.

2. The Task Force would decrease its effectiveness if it undertook too broad a study.

The feeling of the secondary administrators prevailed and the "Task Force on Educational Programs for Disruptive Youth" was accordingly constituted and given six tasks by the Advisory Committee at its first meeting on February 25, 1975:

1. Define "disruptive youth."

2. Identify the scope of the disruptive youth problem in Maryland.

3. Identify and review existing alternative programs for disruptive youth within the State and nationally through the following:

   a. Visitations
   b. Review of literature and research
   c. Use of consultants

4. Recommend specific educational programs needed for disruptive youth in Maryland.

5. Assist local education systems in establishing pilot projects.

6. Recommend legislation needed for implementation of needed programs on a statewide basis.

A majority of the Task Force members concurred in the Advisory Committee recommendations. However, the dialogue and debate on this basic question continued. The ultimate outcome is reflected in the Task Force's final recommendations.

D. Thrust and Focus

The Task Force members agreed that their goal was to give direction and assistance to the 24 local school systems (LEA's) in their efforts to identify, develop, implement, and evaluate programs for disruptive and potentially disruptive youth. This was based on the realization that while all of the State's local school systems had been attempting to lessen the disruptions to the educational process within their schools, the nature and extent of these efforts varied significantly. The Task Force would attempt to bring all of these isolated efforts together in one comprehensive, statewide attack on the problem.

In carrying out its goal, the Task Force members decided to focus on solutions, not causes. They would review the causes of disruptive behavior by utilizing the extensive information already available in printed studies and reports and the experiences of youth and persons involved with youth throughout the State. However, the major effort would be concentrated on the identification and implementation of the types of educational programs needed to deal effectively with the problem. Two approaches would be followed:

1. The programs already experiencing some success in dealing with the causes of disruptive behavior would be studied.

2. Recommendations would be sought from professionals working with youth, youth themselves, parents, and others concerned with youth.

All of this information along with the recommendations furnished, would be reviewed in terms of the experience of the Task Force members.

An initial disagreement among Task Force members concerning the educational level to be studied was successfully resolved. Some Task Force members agreed with the Advisory Committee's recommendation that the study should focus exclusively on programs needed to serve the seriously disruptive students at the secondary level. Others felt the Task Force should concern itself with students K-12, focusing on diagnosis and prevention as well as treatment programs. The schism was bridged by adoption of a short-term and long-term focus.

Short-Term Focus: Educational programs for disruptive youth in grades 7-12.

Long-Term Focus: Changes in total educational environment K-12 which will diagnose and prevent, as well as treat, disruptive behaviors.

One of the strengths of the Task Force's final recommendations is that it successfully meshes these two foci into a continuum of programs in which advocates of either focus will find programs appropriate to their views and needs.

E. Basic Assumptions

The decisions made by the Task Force and the Advisory Committee concerning the Task Force thrust and focus were based on certain assumptions. The 13 statements listed below were developed by these two groups at their second meeting on March 25, 1975 and discussed further at later meetings. These statements constitute the basic assumptions or beliefs of the Task Force.

1. The disruption of the educational process by students who cannot function effectively within the classroom or who will not attend classes at all has reached crisis proportions.

2. The traditional way of dealing with these disruptive students through suspensions and expulsions is not solving the problem.

3. The responsibility for finding ways of preventing these disruptions rests with all segments of the community.

4. Disruptive behaviors are symptoms revealing that the needs of many youth are not being met by the schools or/and other social institutions.

5. There are research studies which identify the causes of disruptive behavior.

6. The factors causing disruptive behavior arise from three general areas: (1) the home and community; (2) the students themselves; (3) the classroom and school environment.

7. The perceptions of people involved with disruptive youth are major factors to be considered in determining how to meet the needs of these youths.

8. Educational programs which meet the needs of these youth must be identified, developed, and implemented at the local school system level.

9. Some school systems have developed programs which are serving the needs of some disruptive and potentially disruptive students.

10. A constellation of coordinated special programs or a major restructuring of the regular program is needed to effect the diagnostic, preventive, and treatment services essential to prepare all students for constructive personal and social behavior in school and in the community.

11. An in-depth review of the problem by a statewide committee can give direction and assistance to the 24 local school systems in developing all the needed programs and changes.

12. The study should focus initially on the serious disruptions in the secondary schools where the situation is of crisis proportions but should ultimately focus on the problem K-12.

13. If the programs identified as needed are to be effectively implemented and adequately funded, they must be developed in a participatory way, involving students, parents, and the general public as well as educators.

Part II. THE PROBLEM

A. Definition

The Task Force defined the problem as the disruption to the educational system by students whose overt behavior patterns prevent or impede the learning process for themselves and others. The behavior displayed by these students are non-constructive attempts to cope with stressful situations. The behavior patterns may be ones of aggressive, acting-out or apathetic withdrawal.

B. Scope

The first major effort of the Task Force was a survey of the secondary schools. This was an attempt to assess the nature and extent of the problem by collecting and summarizing four types of data:

1. The number of disruptive students;
2. The number of office referrals for disruptive behavior;
3. The number of different students referred to school offices for disruptive behavior;
4. The types of behavior causing the disruptions.

The survey instrument was mailed to the 405 principals of schools within Maryland containing any of the grades 7-12. Two-hundred-ninety-three (293) of the questionnaires were completed and returned, representing a 72% return. Chart 1 summarizes by local school systems.

Chart 1. SECONDARY SCHOOL SURVEY - Surveys Mailed and Returned

COUNTY	NUMBER MAILED	NUMBER RETURNED	PERCENTAGE RETURNED
ALLEGANY	11	9	81%
ANNE ARUNDEL	28	19	86%
BALTIMORE CITY	58	28	48%
BALTIMORE	47	36	76%
CALVERT	4	2	50%
CAROLINE	4	4	100%

Chart 1 con't.

COUNTY	NUMBER MAILED	NUMBER RETURNED	PERCENTAGE RETURNED
CARROLL	11	10	91%
CECIL	9	4	44%
CHARLES	9	8	88%
DORCHESTER	7	6	86%
FREDERICK	9	7	77%
GARRETT	4	3	75%
HARFORD	11	11	100%
HOWARD	18	12	66%
KENT	4	2	50%
MONTGOMERY	57	48	84%
PRINCE GEORGE'S	61	37	61%
QUEEN ANNE'S	4	4	100%
ST. MARY'S	7	7	100%
SOMERSET	7	7	100%
TALBOT	4	3	75%
WASHINGTON	16	14	88%
WICOMICO	8	5	63%
WORCESTER	7	7	100%
	405	293	72%

The percentage of returns is well above what is normally experienced and what is accepted as providing sufficient data for drawing reliable conclusions.

Chart 2 summarizes the data concerning the number of seriously disruptive students and the extent of disruptive behavior among students in general. To understand the figures presented, a brief explanation is needed. To identify the number of disruptive students, a measurable definition or condition had to be developed and used by all. The questionnaire stated this condition:

> "A student will be considered disruptive if he (she) has committed a violent act once at school or has been seen in the office at least 10 times for misbehavior."

This condition was developed through consultation with both research specialists and secondary administrators.

To determine the extent of disruptive behavior among students in general, the administrators were asked to indicate the number of office disciplinary referrals handled by the administrators in his (her) school and the number of different students seen by the administrators for misbehavior.

All information requested was for the time period between the opening of school in September of 1974 and March 31, 1975, seven months of the 1974-75 school year.

Both the data presented in Chart 2 and the conclusions which can be drawn from that data are highly significant. Based on questionnaires completed by administrators whose schools contained 75% of the State's enrollment in grades 7-12, the number of disruptive students was reported to be 15,685 or 5% of the enrollment. Obviously, the presence of that many students who meet the questionnaire's stringent definition of "disruptive" within the State's secondary schools is disruptive to a large percentage of the other students as well as the teachers and administrators.

Equally important is the number of office referrals and number or percentage of students who are the subject of these referrals. When it is realized that the administrators in 293 of Maryland secondary schools reported handling 309,720 office referrals in 7 months of school last year, the scope of the problem becomes strikingly apparent, particularly from the point of administrative use of time and energy. And it is not just the 5% serious disruptive students who are causing the staggering number of office referrals. Approximately 1/3, a reported 35%, of Maryland's secondary students are now displaying behavior which is causing teachers to refer them to the school administrators on an average of three times within seven months of school.

Chart 2. SECONDARY SCHOOL SURVEY - Disruptive Students and Disruptive Behavior

Grade Level	Number of Students Represented by Survey	Number of Disruptive Students	Percentage of Disruptive Students	Number of Office Referrals	Number of Different Students Referred to Office	Percentage of Different Students Referred to Office
7th	54,822 75% of Total State Enrollment	3,607	7%	65,077	25,018	46%
8th	55,877 76% of Total State Enrollment	3,705	7%	77,513	21,956	39%
9th	54,643 74% of Total State Enrollment	3,420	6%	70,764	21,667	40%
10th	51,191 72% of Total State Enrollment	2,280	5%	44,029	15,520	30%
11th	47,246 75% of Total State Enrollment	1,619	3%	31,637	13,101	28%
12th	42,138 75% of Total State Enrollment	1,054	3%	20,700	8,849	21%
TOTAL	305,917 73% of Total State Enrollment	15,685	5%	309,720	106,111	75%

The last item on the Secondary School Survey directed the administrator to check, on a list of behavior problems commonly mentioned as disruptive by educators, the ten which caused the most disruptions in his (her) school. Chart 3 summarizes the responses of the 293 administrators who returned the survey.

Chart 3. SECONDARY SCHOOL SURVEY - Types of Disruptive Behavior

TEN MOST COMMON	
CLASS DISRUPTIONS	268
DISOBEDIENCE	268
INSUBORDINATION	261
TARDINESS	228
SMOKING	220
FIGHTING	214
TRUANCY	205
CLASS CUTTING	205
PROFANITY	165
VERBAL ABUSE	140

Others	
Leaving Campus without Permission	133
Theft	109
Vandalism	75
Drug Possession or Usage	73
Obscenity	49
Lying	46
Assault	41
Alcohol Possession or Usage	35
Extortion	20
Cheating	15
Gambling	10
Forgery	10
Drug Distribution	9
Other	7
Arson	3
Weapon Possession	2
Weapon Usage	1
Riot Participation	1

A study of the ten behaviors reported as causing the most disruptions by Maryland's secondary administrators reveals a mixture of aggressive and withdrawal behaviors. Aggressive behaviors, such as class disruption and insubordination, undoubtedly cause more disruptions to the system, but withdrawal behaviors such as tardiness and truancy also contribute to the problem.

One other conclusion which may be drawn from the data reported in Chart 3, demonstrates another important characteristic of the problem as it exists in Maryland's secondary schools. While the media reports widely the more sensational or violent disruptions such as vandalism, drug usage, extortion, assault, and weapon possession, it is misbehavior of a less serious nature that school people statewide are generally encountering.

It may be, however, that criminal and/or violent disruptions are more prevalent in Maryland's secondary schools than the data in Chart 3 indicates. This possibility appears to be substantiated by the regional analysis of the survey returns presented in Chart 4 and the re-analysis of the survey forms made by the research laboratory of the University of Maryland, Division of Human and Community Resources. The latter demonstrated a statistically significant and positive relationship between the number of criminal behaviors reported among the ten most disruptive behaviors and the size of the school and the school system. As Chart 4 indicates, the percentage of return from the five large metropolitan school systems was only 67%, far lower than the percentage for the other areas of the State.

In summary, the disruption of the learning and teaching processes in Maryland's 24 educational systems by students displaying both negative aggressive and withdrawal behaviors is now widespread. While the incidents of violent or criminal acts in schools are alarming, it is the prevalence of less serious types of behavior that is disrupting classes and consuming the time and energy of both teachers and administrators. The statewide data collected by the Task Force and made apparent when individual schools are examined suggests that disruptive behaviors are part of a behavior continuum. At one end is the small percentage of seriously disruptive students who cannot cope constructively with today's schools at all. At the other end is an equally small percentage who find school completely satisfying and enjoyable. Dangerously close to the middle of the continuum is a large number of students who demonstrate disruptive behavior sufficiently serious to cause their referral to the building administrators.

Chart 4. SECONDARY SCHOOL SURVEY - Summary by Regional Workshops

Three Regional Workshops	Number of Students Represented by Survey	Percent of State Enrollment Represented by Survey	Percent of Return on Survey	Number of Students the Survey Reported as Being Disruptive	Percent of Students the Survey Reported as Being Disruptive
Cecil Kent Queen Anne's Talbot Caroline Dorchester Wicomico Somerset Worcester St. Mary's Charles Calvert	38,340	88%	80%	1,961	5%
Prince George's Anne Arundel Montgomery Baltimore City Baltimore	208,674	69%	67%	11,254	6%
Harford Howard Carroll Frederick Washington Allegany Garrett	58,903	89%	83%	2,470	4%
STATE TOTALS	305,917	84%	72%	15,685	5%

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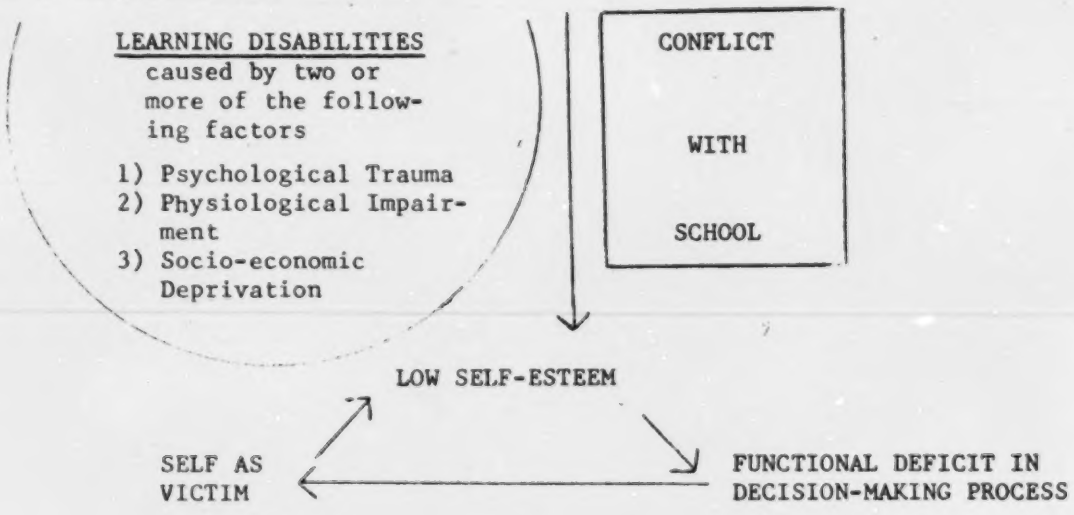
C. Causes

The disruptive behaviors are symptoms revealing that the needs of many youth are not being met by schools and other social institutions. These needs are social as well as physical. While research has clearly demonstrated the existence of both types of basic needs, the physical needs for food, air, water, shelter, and treatment of bodily injuries and illnesses are more obvious than the social needs for love, acceptance, achievement, and adventure. Nevertheless, when needs of either type are unmet, the individual reacts. Research findings confirm that while individuals react in vastly different ways, there are three basic behavior patterns: (1) flight, (2) fight, and (3) compromise. When confronted with a problem, the individual using flight behavior will withdraw or run away from the problem. The individual using the fight pattern will be aggressive and act out his frustration against some person or object. Both of these are negative or nonconstructive patterns. The person displaying compromise behavior will give what is necessary to get as much as possible of what he wants. This is positive or constructive behavior.

Because the basic needs of many youth are not being met, they respond to the academic and social problems they encounter in school with negative aggressive or withdrawal behavior. As a result, they fail to develop appropriate academic and social skills, and they disrupt other students and teachers. Those who focus on the disruptive behaviors of these youth call them "disruptive students." Those who focus on the factors causing the disruptive behavior prefer to call these youth "disrupted students!"

Research indicates that the learning disabilities of these youth are caused by two or more of the following conditions: psychological trauma, physiological impairment, and/or socio-economic deprivation. Their social and academic development is disrupted to such a degree that they are alienated from and constantly in conflict with schools as institutions, teachers as helping agents, and education as a viable goal. The cyclic and self-destructive behavior of the "disruptive youth" is illustrated in the simplified diagram below:



The factors causing the psychological trauma, physiological impairment, or socio-economic deprivation are multiple, complex, and overlapping. While the physiological and psychological factors are extensive, the Task Force believes that the sociological factors are most responsible for the great increase in negative behavior among youth in recent years. The rapid changes in American society since World War II and the concomitant inability of the schools to respond to those changes have resulted in a conflict of roles, responsibilities, and values among educators, the community, and students. A detailed discussion of the sociological background to the problem is found in the publication, Disruption and Vandalism in Schools, Causes and Some Solutions, prepared for the Task Force by Bernard R. Davis, NASSP Research Associate. The sociological changes discussed in this summary have been cited in numerous studies and reports. Ten of them are listed below:

1. Mobility of population, including mass migrations of the rural disadvantaged to the cities and of the urban advantaged to the suburbs

2. Disintegration of the family, including staggering increases in the divorce rate and major changes in family living patterns

3. Economic disparity, with much of the population enjoying affluence while a significant minority lives in poverty

4. Mass, rapid communication, particularly the impact of television

5. Racial hostility and conflict

6. Rapid changes in employment with significantly decreased job opportunities for youth

7. Conflicts and changes in values with no clear societal standards

8. Prolonged adolescent dependency and the rise of a youth culture

9. Increased consumerism and passiveness among Americans; decline in personal production, creativity, and fulfillment

10. Large schools with little sensitivity to and involvement of large percentage of the students

These sociological factors overlap and compound both physiological and psychological factors. One of the more obvious examples is the effects of urbanization. The uprooting and concentration of millions of Americans of varied cultural styles and economic levels in a limited physical environment has produced economic disability, damaged the family structure, caused social and value conflicts, and given rise to feelings of personal worthlessness, alienation, and frustration. Readers of this report who are interested in further clarification of the overlapping and complex relations among the factors causing socio-economic deprivation are referred to the Task Force supplementary publication previously cited.

Stated succinctly, the rapid increase in the type and amount of disruptive behavior displayed by students within recent years is due to sociological changes which have spilled over into the schools as well as to schools themselves. Unable to keep pace with the rapid social changes, the schools are relevant and rewarding for only a minority of students. This is largely attributed to five characteristics:

1. Most schools are too large to accommodate the individual needs and concerns of students. Instead of a feeling of community, many of the students experience a sense of separateness and powerlessness. As a result they make no commitment.

2. There is little student involvement in decision-making. Excluded from a participatory role, many develop an attitude of indifference. Others express their dissatisfaction in outward defiance.

3. Schools generally do not reward appropriate behavior. Instead, they reward only the top academic and athletic achievements.

4. Many schools lack clear-cut codes of student behavior. Without quick, fair, and just treatment of misbehaviors, cynicism and mistrust prevail.

5. Far too many school staff members lack the sensitivity and competencies necessary to work with all of the students attending today's schools.

Part III. THE SOLUTION

A. Focus

If the factors causing the problem are multiple and interactive, it follows logically that the focus of treatment must be multi-faceted. Attempts to solve the problems of educational disruption should focus on changing the school as an institution, rather than attempting to treat individual factors responsible for the problem. The programs prescribed should focus on the nature and interaction of the roles and behaviors of students, school personnel, parents, and the community.

B. Factors Affecting Solution

The participants at the regional workshops held in May of 1975 were asked to identify "the basic issues and/or problems needing to be resolved or clarified before programs for disruptive and potentially disruptive youth are implemented." The responses of the 40 work groups at the three workshops were summarized by grouping them into seven categories. The seven, in descending order, are listed below:

1. Securing and coordinating total community involvement
2. Humanization of the schools
3. Development of a diagnostic system
4. Funding of programs
5. Teacher selection and training
6. Organization of programs
7. Evaluation of programs

Particularly significant and somewhat unanticipated was the top priority overwhelmingly given to the necessity for a total community effort. This was substantiated by the local task forces' reports and the State Task Force's study the following year. The Task Force members strongly believe that since the schools are only part of the problem, they can be only a part of the solution. If the programs identified as needed are to be effectively implemented, they must be developed through participation of the total community. Educators, students, parents, social agencies, businesses, the professions, labor groups, and all branches of government must recognize their responsibilities and join in a coordinated effort.

The other six factors identified by the regional workshop participants as affecting solution were studied and are treated in the program prescription and recommendations which follow.

C. Program Prescription

The most important task performed by the participants in the May 1975 regional workshops was the identification of the "types of programs needed to serve disruptive or potentially disruptive youth." In doing so, they were asked to identify four items:

1. Group to be served
2. General goal
3. Content and instructional approach
4. Placement in school system.

The program recommendations of the 40 workshop groups were summarized and analyzed by the Task Force in the summer of 1975. The most significant aspect was that the type of program identified as most needed was not a program for students. The top priority was overwhelmingly given to programs for school staffs to increase their sensitivity and human relation skills in order that they might relate to and cope with all types of youth.

The Task Force in two days of intense discussions generated a tentative program prescription. Different types of programs were identified as the types needed "to ameliorate the problems of disruptive youth." These were ranked in priority order. Immediately afterwards, consultants were identified and secured to write models of the recommended types of programs. The tentative program prescription and the models were published in the Interim Report, which was distributed throughout the State.

During the fall and winter of 1975-76, 24 local task forces studied and reacted to the tentative program prescription. In addition, committees within the State Task Force studied the program models, continuing their research and visitations. The recommendations of these committees and the local task force reports were utilized by the State Task Force members in reaching their final decisions in the spring of 1976.

Here are the five types of programs the Task Force prescribes to deal with the problems of "disrupted youth."

1. A continuum of alternatives and services for students with problems
2. Human relations and interpersonal training for all segments of the school population, including staff and students
3. Expanded counseling services

4. Community diagnostic-treatment center

5. Specialized training for teacher candidates.

These are types of programs. Each may and in reality does encompass varying individual programs. The listing above does not suggest any statewide priority. The Task Force decided such a ranking would not make sense for several reasons.

1. All are needed if schools are to serve effectively all youth.

2. They are interdependent; one type of program depends on and supports the other four.

3. They are over-lapping. A specific program may and often does accomplish two or more types of objectives. For example, the group counseling project in Frederick County provides counseling services to students, training in group process to teachers, and human relations and interpersonal training for both students and teachers.

4. The priority order differs among school systems and schools within systems. Generally, the greater the size and diversity of the student population, the greater the need. Also, the types of programs now existing differ from school to school and from system to system.

A brief description of the prescribed types of programs follows. Those interested in a more detailed account are referred to the Task Force supplementary publication, Models of Recommended Types of Programs.

Continuum of Alternatives and Services for Students with Problems

Educators are increasingly aware that students who impede or prevent school from being a successful learning environment for themselves and others include not only the students with learning problems but those able to learn easily. Special education programs provide alternatives and services to the former; this recommended continuum is designed to provide alternatives and services to the latter.

The continuum is based on several assumptions or guidelines.

1. A reasonable standard of school achievement and behavior is expected from all students and staff.

2. Programs for handling negative behavior must be intertwined with the total educational policy and resources of the community.

3. No single answer is applicable to handling all cases of disruptive behavior.

4. Rather than labeling children, label services which should provide appropriate educational alternatives.

5. The emphasis should be on providing the service needed, preferably through diversified programs at the classroom level.

6. Increased teacher support and training is needed for special programming.

The objective of this continuum is to increase the capability of the regular school staff to meet the special academic and behavioral needs of students who experience difficulty in meeting school expectations. Specially selected and trained school resource teachers would work with teachers and other staff to produce a support system that would increase the student's chance to succeed in the mainstream of regular education. The emphasis is on a continuum which builds in extra support to prevent some of the disruption presently felt by schools and provides extra service for those students who are already disrupted. It also provides for those students who may never act out their frustrations and dissatisfactions but are seeking alternatives.

The Task Force envisions five levels of services in the continuum. Several alternatives may be at the same levels of service. The levels are listed below.

1. School Support Program - This is a school-based program offering support in the classroom and/or a support center which is specially equipped and staffed. The function of the School Support Center staff is to increase the options available to students, teachers, counselors, and administrators. The Task Force believes that there should be one School Support Teacher for every 500 students in a school. Where a school population is more prone to have academic or behavioral difficulties, a lower teacher-student ratio would be needed. In addition, there should be a specially trained para-professional on regular assignment to the School Support Center.

2. Alternative Educational Programs - These programs should include both in-school and out-of-school alternatives.

   a. A variety of academic offerings within the same school, or a cluster of schools, which present substantial variations in methodology and offerings. One of the

functions of the School Support Center is to encourage the establishment of such alternatives through the creative use of staff and space. These alternatives would include the following:

(1) Individualized programs
(2) Work experience linked to career development, beginning at middle school/junior high level
(3) Elementary pre-vocational programs
(4) Remedial programs to develop basic skills
(5) Full implementation of special education continuum for the handicapped
(6) Programs for the gifted
(7) Inter-departmental programs

b. Programs in other settings sponsored by a school or cluster of schools which provide substantially different options from the traditional secondary school. It is apparent that for some students today a program within a school building is not appropriate. Alternatives within the community which maintain contact with the parent school or cluster of schools are needed to serve these students. The School Support Teacher may help identify candidates, and counsel students into these alternative programs which would include the following:

(1) Internships
(2) Aideships
(3) Apprenticeships
(4) General work experience
(5) Community college classes
(6) Store-front schools

The presence of a variety of Alternative Educational Programs in addition to the regular school programs would accomplish several general objectives.

a. More students would be provided a learning environment they need and want;

b. The strengths and talents of more teachers would be liberated and utilized;

c. More students would enjoy successful learning experiences;

d. Community people and resources would be utilized more fully.

The educational alternatives that are needed within a given school or school district depend upon the specific needs of the students within that school or district. Consequently, they will vary from school to school and from year to year.

For Alternative Educational Programs to succeed certain supports and procedures must be available. These include the following:

(1) Flexibility in scheduling;
(2) Staffing to provide alternative teaching styles within schools;
(3) Increased individualized counseling concerning alternatives, including parent involvement;
(4) Emphasis on decision-making skills in all programs;
(5) Provision of transportation between programs.

3. Special Day Schools - The major purpose of the schools should be to provide an educational program for pre-adolescents and adolescents who are having difficulties in human relations or learning programs so that these students can return and function effectively in a lower level continuum service. For this group of students, the separate facility should be supportive and offer the opportunities for growth that a regular school setting could not provide as effectively.

   The special school should be staffed by personnel who have training and skills in working with students with special needs. Staff should be assigned on the basis of 1:10 in the classroom with additional support personnel to meet the needs of the students and the program.

   The physical facility of the school would need to be selected or, preferably built, to provide an environment appropriate for this type of student. It should accommodate the grouping of students in small units based on age, physical maturity, and social development for classwork. In addition, there would need to be special areas available for the many specialized activities of this type of student. Trouble spots such as large group bathrooms and large cafeterias should be avoided.

   The goal should be to keep students at this special school for as short a period of time as necessary--generally from six months to two years. This school should be planned to accommodate approximately 2% of the student population in the school district.

In larger school districts there should be a similar school for children who will need a longer placement in a program of this nature.

4. Residential School - The major purpose of this school should be to provide an educational program for 100 children in need of day and night supervision. There would be both an instructional program and a therapeutic program formulated by the staff of the unit for each child. The former would include the development of academic skills and the remediation of deficiencies. The latter would include psychotherapy and milieu therapy. Communication would be maintained between the child and his family by mental health professionals in order to foster mutual growth and understanding.

   The residential school should be staffed by educators, health professionals, and recreation specialists with training and skills to work with children in need of this level of service. The ratio of staff should be 1:4.

   The physical facility should be located in an area that would assure access by the families of the children enrolled. The building should allow for separating the academic-therapy rooms, the sleeping-dining area, and the kitchen-recreational area. The grounds should provide for playing fields and outdoor recreational activities.

5. Hospital Facility - The goal of the hospital should be to provide a comprehensive therapeutic program for approximately 50 emotionally and mentally disturbed adolescents to minimize their disabilities and to promote their recovery and rehabilitation.

   In addition to the inpatient program for students requiring full-time hospitalization, there should also be provision for students attending day schools to receive medication and therapeutic support at the hospital on an out-patient basis.

   The hospital program should have three major thrusts: clinical, educational, and therapeutic. It should be staffed by psychiatrists, psychologists, nurses, counselors, educators, social workers, and paraprofessionals on a ratio of one staff member for each two patients. All personnel should have special training and skills in working with disturbed youngsters.

The hospital should be housed in a separate, specially-designed building to allow for the proper arrangement of the many area needs: academic, recreational, occupational, and therapeutic rooms; bedrooms and dining areas for patients and staff; and private visiting quarters. The grounds should be enclosed to assure privacy and security for disturbed youngsters.

Human Relations and Interpersonal Training for All Segments of the School Population, Including Staff and Students

The nature and interaction of the roles and behavior of students, school personnel, parents, and community people cannot be considered without programs in human relations and interpersonal training. In fact, the general problem of school disruptions can be divided largely into four sub-problems:

a. poor communications
b. intergroup conflict
c. intercultural conflict
d. prejudicial behavior

Poor communications are manifested among and between students, school staff, parents, and community members resulting in unclear expectations and misunderstandings regarding boundaries for appropriate behaviors. Without clear communications, therefore, intergroup conflict, intercultural conflict, and prejudicial behavior are almost guaranteed. Clear communications, however, do not guarantee absence of intergroup conflict, intercultural conflict, or prejudicial behavior. Intergroup conflict is characterized by a lack of understanding of, and a sensitivity to, the value of others and by an inability to develop alternative behaviors in the face of new situations. Intercultural conflict, similarly, is characterized by ignorance of, and insensitivity to, cultural differences, needs, and expectations. The existence of poor communications, intergroup conflict, and intercultural conflict ensures that prejudicial behaviors will occur. All of these problems are compounded by a lack of focus on human relations as a necessary component of the school program.

The foregoing summarizes the rationale for prescribing human relations and interpersonal training as part of the solution of school disruptions. Furthermore, research studies indicate that there is a high positive correlation between improved human relations and school/work performance.

Several assumptions provide a framework for the planning, implementation, and evaluation of human relations activities for all levels of students and staff:

a. Individuals and groups have an innate desire to grow;
b. Most people have a desire to communicate and work at levels which are more effective than the ones at which they are currently functioning;
c. Behaviors and attitudes can be changed;
d. The success of a human relations program is dependent upon the administrators and teachers modeling and supporting what they define as desired behavior.

Several school systems in Maryland have already implemented human relations programs varying greatly in scope and impact. The Task Force, believing that each system's needs do vary, has available four general models describing the activities which will:

a. improve communication skills among and between staffs, students, parents, and community groups;
b. reduce the incidence of intergroup conflict in the school community, or at least use conflict as a vehicle for positive change;
c. reduce intercultural conflict and increase intercultural understandings; and
d. reduce prejudicial behavior.

Since all human relations programs will, by definition, deal with sensitive issues, a participatory leadership style is an integral part of all four models. Participant involvement in planning, implementation, and evaluation raises the level of participants' commitment to desired changes.

The major activities in all four models are workshops and inservice training for staff. To implement these successfully, a coordinator or full-time human relations specialist will be needed. In addition, there will be consultant, secretarial, and material needs.

Expanded Counseling Services

The involvement of at least a third of today's student population in disruptive behavior sufficient to cause office referral clearly emphasizes the need for expanding and innovating counseling services for youth. The expanded counseling services can be conceived in three major thrusts according to the way they affect a child.

1. Indirect preventative programs - intervene in the environment by dealing with persons, facilities, and materials which can cause disruptive behavior. Examples of such programs are:

   a. parent education;
   b. staff development in human relations;
   c. relevant curricular offerings;
   d. student involvement in decision-making;
   e. school-community articulation;
   f. student informal-use areas;
   g. extended-day services;
   h. coordinated referral services.

2. Direct preventative programs - provide systematic student exposure for developing effective skills for interacting with the environment. Such programs include:

   a. communication skills

b. decision-making skills
c. self management strategies
d. education for parenthood
e. student leadership curriculum
f. human growth and development curriculum
g. group procedures for self-understanding
h. career exploration
i. psychodrama

3. Direct remedial programs deal with students who exhibit disruptive behavior. Included in this group are the following:

a. counseling activities

(1) individual
(2) counseling with problem groups
(3) staff-teaming
(4) parent consultation
(5) program planning and placement
(6) referral services

b. student crisis center (school support center)
c. classroom management
d. work experience arrangements

The Task Force has available models of selected programs in each of the three thrusts:

a. parent education
b. communication skills
c. decision-making skills
d. self management skills
e. peer counseling
f. group counseling
g. student crisis center

The expansion of counseling services will necessitate a change in the role of school counselors. They will need to become resource persons, facilitating and coordinating the provision of many, varied services to students by the entire school staff and community resource people.

Community Diagnostic-Treatment Center

In today's society, many agencies and individuals have responsibilities for working with youth who are demonstrating problem behavior. They all have diagnostic procedures as part of their operation. If they remain isolated, the treatment will be fragmented and will not take into account the need to examine a child in his total living environment and help him adjust to it. Unfortunately, attempts to avoid the foregoing have generally been unsuccessful. The solution for changing this appears to involve a community diagnostic-treatment center. One such center now exists in Maryland--the Rock Creek Diagnostic

Center in Frederick County. The Task Force model is based largely on the Rock Creek program.

A diagnostic-treatment center should serve the youth of a community from birth through age twenty with a variety of diagnostic and treatment services which can be used to produce plans and treatments to aid the child toward normal development. Each community agency with responsibilities for youth will be involved in management of the facility and will offer in-kind services of a diagnostic and treatment nature where possible. All of the agencies can avail themselves of the services and take part in the cooperative planning of programs for the client child in order to remedy the diagnosed problems. Funding by the elected governmental officials with fiscal authority is proposed. Citizens, professional people, and groups who have concern and responsibility for the children of the community would have access to this service.

The Rock Creek experience suggests that one center can serve a community of approximately 100,000 persons, about 25 to 30,000 of whom are under 21 years of age. Referrals may come to the center from public and private schools and from agencies, parents, physicians, and dentists. The children are referred because of suspected physical, emotional, and learning disabilities which the referring agency or person feels need more close evaluation and treatment.

The general objectives of a community diagnostic treatment center are three.

1. Early identification of developmental problems due to physical, emotional or learning disabilities.

2. Diagnosis and consultation with parents and involved professionals for children with special needs.

3. Coordination of home, school, and community in comprehensive planning for the individual child and his needs.

The center would be managed by an interagency board consisting of a representative of all participating groups. A coordinator would direct the activities of the regular and consultant staff. If possible, there should be a school-community center liaison officer to oversee implementation of prescribed treatment programs in the school and community. The staff would vary in terms of the needs and resources of the community. This staff could include a health nurse, dental health coordinator, social worker(s), occupational therapist, physical therapist, psychologist, speech pathologist, child psychiatrist, and educational diagnostician.

Specialized Training for Teacher Candidates

The Task Force believes that:

1. Major changes are needed in the undergraduate training programs for all classroom teachers.

2. New graduate level programs are needed in Maryland's institutions of higher learning to train teacher specialists to work with problem students and staff.

While the Task Force does not have available a model undergraduate teacher training program, the members attempted a study of the changes needed in the limited time available. Experience and research indicate that the most effective teacher training programs include the following:

1. The teachers are self-selected.
2. The program is action oriented.
3. The competencies presented are needed.
4. Experience training is acquired by pragmatic means while working on actual cases and where possible in real situations.

A meeting with representatives of 21 of the State's 22 teacher training institutions resulted in a general agreement that undergraduate training programs need to be revised to achieve the following:

1. Mastery of specific competencies needed by teachers
2. Training in a variety of learning styles
3. Experience in coordinating special programs with regular classroom instruction
4. A significant amount of field experiences
5. Ample time for working with parents and community agencies
6. Ample time for working with professional associations
7. A full year of student teaching in both urban and suburban or rural setting
8. A follow-up of graduates to assess successes and problems
9. A continuum of training, fusing theory with practice and preservice with inservice training

Exploration of the teacher center approach to teacher training through visitations, attendance at conferences, and work with consultants led Task Force members to support the establishment of teacher centers based on the Howard County--University of Maryland model throughout the State. These include both preservice and inservice training. They provide opportunities for professional growth and development in regular job settings:

1. to examine and reexamine objectives;

2. to explore and utilize new materials;

3. to develop talents and interests;

4. to stimulate and motivate self and others;

5. for teacher input and involvement in decision-making and curricular design;

6. for interaction among students, teachers, parents, administrators, and community agencies.

Specific recommendations will be made in the next section of this report which will hopefully give impetus to the changes now proceeding at too slow a pace in teacher preservice education.

No Maryland institutions of higher education presently offers a graduate level program for training specialists to work with problem students. Obviously, such programs are needed to train the numbers of teachers who will be needed to staff the School Support Centers recommended in this report and similar programs already in existence which are suffering from lack of adequately trained personnel. The formal training most geared to producing the skills and abilities needed has been provided by George Washington University's Crisis Resource Program and in Montgomery County's Mark Twain Intern Program.

The Task Force has models for both a 15-month graduate level program and a ten month inservice program for training teacher specialists to work with students described as disruptive, delinquent, socially maladjusted and/or exhibiting disfunctional behavior. Both programs have the same three thrusts:

1. Diagnostic and Remedial - Since numerous studies show that many children displaying problem behavior have deficiencies and difficulties in basic skills in math and reading, the teacher specialist must be able to diagnose the cause/causes and to write and implement prescriptions to alleviate the problems.

2. Crisis - Intervention Skills - Both the low self-esteem and the related inappropriate decision-making process which leads to conflict with teacher, school, and community must be dealt with at the same time and often before the learning deficiencies can be dealt with. The emotional-overlay evident in most disruptive acts must be removed by whatever eclectic approach is necessary. The crisis-intervention skills should be developed as part of the training model.

3. Community Knowledge - The terms of reference and the value structure of the disruptive student rarely have their roots in the school. They more generally have their origins in the community in which he or she lives. The agencies and institutions with which he or she comes into conflict are part of that community--the family, the school, the peer-group, and the criminal justice system, as are the agencies which can help this kind of student. In order to deal effectively with the problems of the disruptive youth it is necessary to have a theoretical knowledge of the community but, and this is even more important, it is necessary to have a real or pragmatic knowledge of the structure of the agencies in the local community and a recognition of the political power structure and the personalities involved.

The three "thrusts" or areas of concern are not independent; neither are they mutually exclusive. They overlap and interact. They are interdependent.

The graduate level program is an intensive program to be conducted by an Institution of Higher Education (I.H.E.) in cooperation with selected local school districts where significant numbers of problem youth can be identified. The recommended length of the program is 15 months and would consist of three phases: preservice, inservice, and terminal phase.

In the 16 week preservice phase, the teacher/student would spend half of each working day with those teachers in schools who have been identified as being most effective in "turning on the turned-off youth." Here they could develop their teaching competencies under the supervision of the master teacher and the university specialist. In the late afternoon and evening their time should be spent in working with the community agencies, dividing their efforts between involvement with the community centers, and assisting in the police/probation office and the juvenile detention facilities.

Each afternoon they would meet with I.H.E. instructors in seminars to discuss their on-the-job experiences and problems. Much of this time should be spent in role playing, case study, and problem solving. Resource people may be used, including probation officers, street workers, inmates, drug counselors, addicts, juvenile court judges, institutional administrators and teachers. Visits to court, juvenile correctional facilities, and drug centers would be included. Emphasis would be upon the development of initial diagnostic, remedial, and crisis-intervention skills.

The second phase - the core of the program - would be a one-year internship in which the individual would be employed as a teacher in an appropriate school setting. During this time the teachers will be visited at least bi-weekly by I.H.E. staff with expertise in diagnostic and remedial teaching, curriculum, and crisis-intervention. Seminars and tutorials, where the emphasis is upon solving specific problems, can be held in the school setting rather than at the I.H.E.

The final phase of the program would be a 12-week integrating experience on campus where the interns meet to evaluate both the program and their experiences and to add more theoretical structure to the practical experience of their internship.

Instructional personnel for the program might be drawn from the following areas depending upon availability and expertise:

Social and Emotional Disturbance
Learning Disabilities
Media and Technology
Remedial Diagnostic and Prescriptive Teaching
Reading
Mathematics
Juvenile Delinquency
Social Disorganization
Curriculum Design
Criminology
Law Enforcement and Corrections
Police, Probation, and Parole
Drug Abuse
Counseling
Crisis Intervention
Urban Problems
Community Relations
Family Counseling

It will be recommended later in this report that a separate professional credential be established to be awarded graduates of such programs.

The Task Force inservice model, while less ambitious than the graduate level model, may have greater attraction to educational administrators in the field. It is cheaper, involves personnel already employed, is more limited in scope, and, while dealing with the same general competencies, obviously will not result in as highly trained specialists.

This is a ten month program for a cadre of 10-15 teachers in each of three to five school districts. Each would be assigned a case load of problem students not to exceed 20. The function of the teacher for the ten months would be that of a crisis-intervention specialist. A benefit of this inservice program is that the cadre of teachers may become a resource for their colleagues in the schools.

Both of these models for training teacher specialist necessitate extensive planning for effective implementation. Their author, Dr. Raymond Bell of Lehigh University, can provide assistance in implementing these models.

D. Recommendations

On the basis of the experience and information obtained through the manifold activities described in the foregoing phases of its work, the Task Force makes the following recommendations:

1. All segments of each local school district - educators, students, parents, agencies serving youth, businesses, the professions, labor, and all branches of the government - should join in an interdependent effort to identify and implement the programs needed to diagnose, prevent, and treat disruptions to the learning environments in their schools.

2. The State Board of Education should study this report and endorse it through the following actions:

a. Publish and distribute this report widely throughout the State to all segments of each local school district.

b. Direct the State Superintendent of Schools to designate a staff member, preferably within the Division of Instruction, to serve as coordinator of the efforts needed to secure implementation of the prescribed programs. This person should do the following:

(1) Prepare a budget request for State funds to be presented by the State Board to the State Legislature for funding of programs prescribed in this report. The request should avoid further labeling of students by designating the types of services for which aid is needed; not the type of youth. Furthermore, it should include a cost accounting and reward system to encourage early return of students from special placement to regular programs in their schools.

(2) Collect and disseminate information on programs needed to serve students who have behavior problems.

(3) Assist local school districts in assessing which programs are needed in their communities.

(4) Assist local school districts in evaluating existing programs for students with problems.

c. Appoint a State advisory council which is representative of groups within the State to advise and assist the Maryland State Department of Education in securing the implementation of the prescribed programs.

d. Implement a statewide system for collecting data on the suspension of students from school as a basis for further study of the scope and types of behavior problems being displayed by Maryland's youth.

e. Establish a task force to study changes in certification requirements for education personnel. Such a study should include consideration of the following:

(1) Developing certification requirements for specialist designated as school support, crisis intervention, or resource room teachers
(2) Establishing of standards for approval of graduate level programs that train teacher specialists to work with youth who have behavior problems and school faculty
(3) Separating certification requirements for junior high/middle school teachers
(4) Establishing a two year internship for beginning teachers which would result in tenure upon successful completion
(5) Giving increased attention to the inclusion of training in the following areas in the preservice program of all teachers:

(a) Developmental psychology of adolescence
(b) Relationships of adolescent with self, peers, parents, and community
(c) Intercultural understandings
(d) Diagnostic, prescriptive instruction
(e) Classroom management techniques
(f) Communication skills
(g) Counseling group dynamics

3. The State Board of Higher Education should establish a pilot graduate program to train teacher specialists to work with students with behavior problems and with their school teachers.

4. The local boards of education should assess local needs in light of this report and identify which of the prescribed programs are most needed by their communities:

a. An on-going advisory council representative of the total community (school system, students, parents, agencies serving youth, businesses, the professions, labor and all branches of government) should be constituted to investigate and combine the resources necessary for the creation and coordination of alternative programs.

b. A primary, initial emphasis should be given to the inservice training of staff in communication skills and intercultural understandings.

c. A concerted effort should be made to fund needed programs through the reallocation of local funds and fuller utilization of available federal funds.

d. The State Department of Education should be notified of assistance needed in establishing programs.

5. Local governmental officials, such as county commissioners and the Baltimore City Council, should study this report, assist in determining local needs, and provide adequate funds to implement needed programs.

6. The professional associations should study this report and actively support its implementation. Each must lead its members in assessing their responsibilities and in identifying what changes they must make to better serve today's youth so that disruptions to the learning environments in our schools may be diagnosed, prevented, and treated.

7. The members of the General Assembly should study this report and appropriate additional State funds to enable local school districts to implement the prescribed programs most urgently needed.